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Phase II of the report on the problem outlined in Phase I deals with specific recommendations for expanding and improving the extension and public service functions of the University of Illinois. To be effective, the university needs a master plan in which the four essential ingredients must be (1) broad, strong and explicit policy commitments by the top administration and the faculties , (2) the organizational machinery to carry it out, including close cooperation with the faculty. In a multi-university, each campus should be given responsibility for organizing, staffing and operating a comprehensive public service program. A vice president for public service should be responsible for university-wide coordination and joint or inter-campus programming. He should have approval powers regarding budgets and personnel, starter funds for program planning and execution, and should be primarily responsible for relations with private foundations and the federal government in public service matters. Each campus should have a public service officer, who would sit on the Public Service Board with the Vice President for Public Service. (3) In addition, policy and program improvements are essential, especially with regard to harnessing the services of the cooperative extension service for urban needs. The university should also give increased attention to off campus graduate programs and continuing education in the professions. (4) Continuous administrative refinement should be made in the light of evaluated experience. (AM)

10/14/68

EXTENSION AND PUBLIC SERVICE

in the

UNIVERSITY OF ILLINOIS

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
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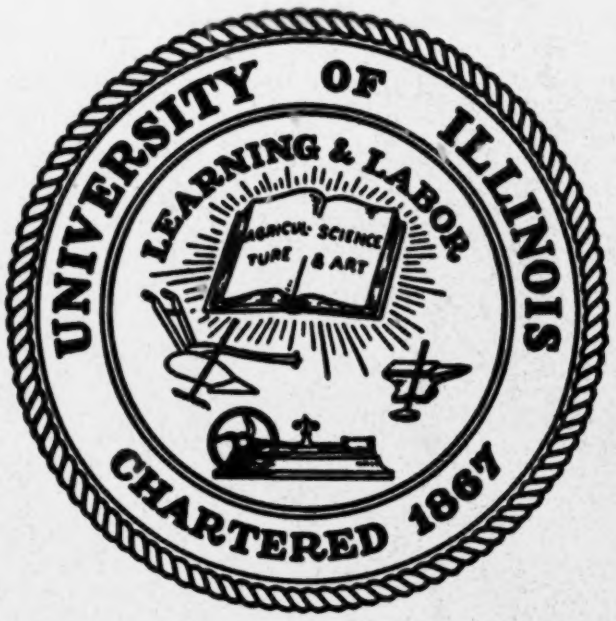

HE 000 030

PHASE II REPORT

August 1968

UNIVERSITY OF ILLINOIS

CHICAGO CIRCLE CAMPUS MEDICAL CENTER CAMPUS, CHICAGO URBANA • CHAMPAIGN CAMPUS

OFFICE OF THE VICE PRESIDENT • URBANA, ILLINOIS 61801

August 20, 1968

President David D. Henry
University of Illinois
Urbana, Illinois

Dear President Henry:

This Phase II report completes the study started some months ago. It will be fully understood only in the setting provided in the Phase I report. We have decided not to attempt a convenient but repetitious splice.

A word about words--we cannot escape some dissatisfaction with whatever terminology we choose. Taking our cue from the University's current usage (as in the "University Council on Extension and Public Service"), we use both "extension" and "public service," sometimes interchangeably and sometimes as if one went beyond the other. Our preference is for the broader service and problem-centered conception and hence for whatever word or combination of words conveys that breadth.

The two of us have found stimulation and satisfaction in working together on this critical and difficult problem, at a time when the appropriate relation of all universities to the outside world is under sharp scrutiny. We are also indebted to many colleagues who generously shared their insights, and particularly to the members of the University Council on Extension and Public Service, who collectively helped shape the recommendations and individually made detailed criticisms.

Sincerely yours,

Eldon L. Johnson
Vice President

David Lazarus
Professor of Physics

EXTENSION AND PUBLIC SERVICE

IN THE UNIVERSITY OF ILLINOIS

Phase I has stated the problem. Phase II presents recommendations for changes.

The period between reports has been filled with interviews, studies, conferences, setting up and testing of hypotheses, and examination of models elsewhere. Three consultants have been brought to the campuses (two visited both Chicago and Urbana) to reflect the widest possible spectrum of organizational experience elsewhere:

University of Wisconsin--Chancellor Donald R. McNeil
University of Missouri--Vice President C. Brice Ratchford
University of California (from campus perspective)--
Martin N. Chamberlain, San Diego Campus

What has at last emerged, and will be reported here, is neither patterned after some other model nor assumed to be a model for any other university. It seems to be best, at the present time, all factors considered, for the University of Illinois. If it at some point looks like any other scheme, the partial congruence may be attributed to the fact that universities are not totally dissimilar and that rational organizational options are varied but not limitless.

As every reader should be forewarned, this report will not dwell on the past nor even the present except in the context of what seems desirable for the future. Therefore, it unfortunately runs the risk of seeming to ignore decades of outstanding work and the continuing devotion of hundreds of University employees. Imbalance is implicit in the terms of reference, addressed to "Where do we go from where we now are?"

This report will also leave some important questions unanswered. This is partly a concession to time but, even more, it is an expression of confidence in the competence and judgment of the personnel who will take on the new public service responsibilities.

So the time has now come to stop quoting others, to stop looking at models elsewhere, and to propose what seems most viable and promising for the University of Illinois in the light of its traditions, its aspirations, and its recent organizational evolution. What the University now needs is a basic pattern, a kind of master plan, within which the future may be approached with confidence but also with flexibility. The essential ingredients are:

1. a broad, strong, and explicit policy commitment
2. basic organizational machinery
3. policy and program improvements
4. continuous administrative refinement in the light of evaluated experience

The Policy Commitment

The public service function of the University, going beyond the conventional roles of teaching and research, deserves more attention than it is getting--more attention by both administration and faculty, more attention at all levels, and more attention on all campuses. Such attention should be reflected in policy, organization, and program.

Such an admonition in a land-grant university which has just celebrated its centennial requires some explanation. The extension tradition in the University has been carried forward with distinction and the achievements are not to be gainsaid nor minimized. Millions of dollars are spent on extension annually. Hundreds of staff members work at it. But what was adequate for the past, or even distinguished in the past, will not be adequate

for the future, whatever the judgment on the present. The historical preoccupation with extension as an agricultural function must continue to give way to a broader conception. The distance yet to be traveled is dramatized by the utter inadequacy of the public service staff in Chicago--patently insufficient by any measure of the needs and opportunities in the nation's second largest urban complex. Likewise, of all the University's personnel who work in the field, numbering about 350, for on-the-spot liaison with the public served, only perhaps a dozen are not oriented primarily toward rural problem areas. In the same way, on the general extension side, the traditionally preponderant emphasis on extramural courses seems due for reexamination and modernization. Calls for social action, for relevant help in solving problems, must have more than a classroom response, important and basic as that may continue to be. Even with the most restricted interpretation, the overdrawn phrase, "university without walls," means far more than "courses off campus."

More specifics are not needed to show that if the future is to approximate "the learning society," in which everyone is perpetually immersed in self-fulfillment opportunities, the University would be well advised to make more ambitious plans for its special mission. The same conclusion derives from the conception of future "networks of knowledge," some private, some public, some mixed. These extensions of the idea of a "university without walls" may be slightly utopian, but they only exaggerate a trend which is already a fact.

Therefore, the University should renew and extend its commitment to public service as a major responsibility, so vital and so organically linked to teaching and research that its absence is unthinkable and the question of priority is irrelevant. The "third arm" of the University should be strengthened, so that, with the other two, higher education can capitalize on the systems approach which it is helping introduce elsewhere.

Who should make the commitment? In the appropriate university spirit, it should be shared among the parties involved. But, first, it should be made by the top administration and articulated at every appropriate opportunity. It should be dramatized and symbolized by placing the responsibility for this segment of the University's administration on a newly appointed University-wide officer who reports directly to the President and acts as his deputy.

The commitment should be made at the campus level also, with responsibility for the public service function again firmly and clearly fixed on an officer who reports directly to the Chancellor but also bears a functional relationship to his professional counterpart in the Office of the President, and with fitting subsidiary responsibility identified at college or other subordinate levels.

The commitment should be made by the faculties, through means they find acceptable, for offering advice, for program planning, for maximization of faculty participation, and for evaluation. As one possibility, special committees of the faculty senates might assume this role.

All parties, working with the public service officers, should devise and help gain acceptance for both personnel and fiscal policies which will affirm, undergird, and sustain these commitments. Such implementing policies, particularly those relating to professional preferment, can be the test of everybody's rhetoric, and thus perhaps the most eloquent commitment of all.

The Organizational Machinery

It is foolish to assume that a diligent search will discover the one and only workable organization. No doubt more than one organizational pattern could be lived with and indeed found workable. The one to be selected should have the chief merit of closely fitting the objectives sought and the assumptions made, assuming these to be valid and defensible.

This Phase II report proceeds from the implication of the first two lines in the main body of the Phase I report: "Academic personnel come to extension education and public service responsibilities with misgivings and some reluctance. That is the most pervasive and intractable problem of all."

That being the case, the organization can pull away from the incumbent faculty to get the public service job done independently, even with new staff if necessary, or it can try to lock onto that faculty with machinery, policies, attractions, and programs which have more professional relevance and appeal. Neither course will dissolve all tension nor close all gaps; both have their advocates and practitioners. For optimal integration, the ideal would be to have all extension done by the regular faculty, because it would bring maximum competence to the problem and maximum feedback to the teaching-research functions. Where the ideal cannot be attained, it should be approximated as closely as possible. Facilitating personnel of the administrative type, added to the present faculty, can help and are necessary for effective extension operations; but employing a separate staff to do what the existing faculty could do, if given time and only persuaded, should be a last resort and a price worth paying only to avoid failure. Just as the university has decided that it is better, generally speaking, not to have full-time teachers separated from full-time researchers, so it is better not to have full-time extension personnel if sufficient number of the faculty will combine the threefold responsibilities and can do so meaningfully. The meaningful possibilities are shown by example in medicine and in agriculture--practice or service is inextricably built into teaching and research in mutually reinforcing ways. The individual "mixes" will vary greatly from professor to professor, but the validity of a mix does not have to be argued. Service is

not merely allowed in; it is inconceivable that it could be left out. It therefore follows: it is also inconceivable that the public service function should be "organized out" of the province of the regular faculty who also do the teaching and research.

Some measure of departure from the ideal is found on every campus; hence the available models cover a wide spectrum. Indeed one admirable, faculty-centered academic community has strongly opted for the separate, specialist career line in extension organization and staffing. Also, the extremely successful agricultural extension services are generally organized on separate, specialized career lines, even though ingeniously interlocked with research and teaching counterparts. The concurrent federal career line (i.e., federal employment status held by such state extension personnel) makes this a unique situation, however. In fact, the University of Illinois already has a kind of mixed enterprise. The general extension division has a modest-sized central staff who also attempt to elicit maximum faculty involvement. In agricultural extension, on the other hand, a large specialized extension staff exists, supplementing the teaching and research departments, and carrying the work directly into the field.

It is clear that there will be no "pure" system. But for extension generally, and particularly for extramural and non-agricultural work, the maintenance of close relation with, and reliance on, the existing faculty--expanded if necessary to avoid overload--appears more viable and productive for the University of Illinois. The faculty is an indispensable cooperator. It has the talent. It casts the public image which creates public service demands. Generally, it is too talented and too costly to be duplicated by outreach specialists. Attempted duplication cuts off extension from the organic triad and isolates "extension people" from the other professionals

with whom they will be invidiously compared. Until all conceivable remedies are exhausted, the extent of the misgivings and reluctance felt by faculty members toward public service should be regarded as the measure of gains yet to be made in the administration of public service activities.

A corollary of this key working assumption is that administration of the public service programs should be kept close to the faculty, both intellectually and spatially. This argues for decentralized operations. Without accident, this also fits the new organizational structure of the University of Illinois, with three separate campuses, each with its Chancellor and faculty.

A campus, with its own faculty and Chancellor, would be listless and indeed moribund if it did not eventually aspire to provide its own outreach and to respond to its own community (even if overlapping or interlaced with the constituencies of other institutions). American higher education is replete with examples. Where a campus, by virtue of geography or philosophy or preference, has a particular (but by no means exclusive) constituency, as Chicago Circle has in the City of Chicago and environs, the aspiration will be as irresistible as it is understandable. So long as it can keep the activities of its campuses from clashing and confusing, with sensible coordination where jointness is required, the multi-campus university is best served by such decentralized vitality, local sensitivity, and direct response. Chicago Circle ought to be encouraged to accelerate its work on the challenge into which it was deliberately planned and built. It should at no point say, "Central extension has that job."

Therefore, <u>each campus, through its Chancellor, should be given responsibility for organizing, staffing, and operating a comprehensive public service program</u>.

Chicago Circle has been preoccupied with the overwhelming problems of rapid growth on a new campus in the heart of Chicago. Also, as a separate campus, it has not heretofore been expected to chart its own course in public service matters. But the wave of the future--and an immediate future--is apparent. The demands of the surrounding urban area are becoming more articulate; also, more of the faculty are finding innovative urban applications for their intellectual interests. Government is seeking local educational partners. The take-off point for mounting locally administered public service programs is within sight. Such decentralization should be strongly encouraged. Chicago Circle has the opportunity to make the University of Illinois uniquely responsive to the city. This urban relationship is likely to be the growing edge of University public service in the decades ahead. Chicago Circle should, therefore, be encouraged to do all it can for itself and by itself, with intended and planned recourse to University-wide assistance if, as, and when needed, with due regard to coordination with the other campuses.

While the application of the above recommendation as to decentralization would have strong impact also on the Urbana-Champaign campus, the impact would be different. The initial effect would be much greater on organization than on program. In fact, the locus of responsibility for most of what now goes on in all public service programs (agricultural, general, via special institutes, etc.) would be shifted from central, University-wide administration to the Urbana campus, under its own Chancellor. This is where the well-springs of such public service now are. It would, therefore, become the task of the Urbana Chancellor, working with other University officers, to rationalize most of the present extension and public service functions--not only those located on the Urbana campus (e.g., Cooperative Extension and the institutes with extension functions) but also most of those now located under

the Dean of University Extension, a University-wide officer, but destined, by reorganization, to devolve upon the Urbana campus. (The limits here, still assuring a strong but different University-wide role, are discussed later.)

The Medical Center campus in Chicago presents some special problems. Its relatively small size makes it different. Its constituency is not geographical but professional, although its Chicago connections and services are immediate and special, without being preemptive. Since little would appear to be gained by an administrative "piggy-back" relationship to Chicago Circle's public service organization and since the professional clientele calls for expert attention, the Medical Center campus is not regarded as an exception to the general recommendation for campus autonomy in extension work. In fact, the health-profession faculties have some special and urgent responsibilities for which they should be encouraged to organize: services outside the familiar Chicago territory, continuing professional education, cooperation in regional clinical centers and health programs, and other special services for the delivery of medical care throughout the state. Some of these critical responsibilities are given new emphasis and impetus through the recent Report on Education in the Health Fields for the State of Illinois (State Board of Higher Education, 1968).

Not all the University's public service obligations will have been discharged when the three campuses have their own extension organizations. Still remaining will be need for:

1. overall coordination University-wide, to make real the assumption that the University is a unity in its service relation to the public
2. joint or inter-campus programming in response to some critical social problems, plus actual program operation on a University-wide basis when deemed preferable by University-wide judgment

3. representation of the President in public service matters which cannot be effectively delegated, including his ultimate responsibility vis-a-vis the Board of Trustees and the public
4. stimulation from the top and resort to centralized action in case of failure of campus response
5. special attention to federal and foundation funding, particularly where the University in its entirety is the initiator or recipient
6. coordination of the University's public service programs with those of other institutions, both public and private

Therefore, a Vice President for Public Service should be appointed, reporting directly to the President. He should be the President's deputy on all public service matters. He should be charged with responsibility for meeting the University-wide needs enumerated above. While not in the formal chain of command between President and Chancellors, he would be the functional intermediary on public service matters.

The Vice President for Public Service should be expected and authorized to set up the central organization required to carry out his University-wide responsibilities. The size and structure will be matters for his judgment, exercised in consultation with appropriate administrative colleagues and in the light of experience. It is assumed that the central staff will be small, particularly after the campus public service organizations are in operation, probably ultimately governed by the needs of coordination and the need, if at all, for central administration of joint or University-wide projects. To illustrate, it may be assumed that at the minimum the Vice President for Public Service will need a facilitative officer (e.g., for

business management functions, management of central facilities if any, fiscal relations with the federal government, etc.) and a small core of coordinators (e.g., in academic programs, public health and safety programs, cultural programs, and community action programs). But, to repeat, these are matters for evolution in the light of experience in optimal balancing of responsibilities between center and campuses. Only one caveat seems necessary: the Vice President for Public Service should be supplied with the staff required to make him fully effective as head of the entire public service arm of the University, under the philosophy here presented; he should not be conceived as a mere convener, PR officer, or arbiter, although he will be these and much more.

The University's public service organization, therefore, will consist of the Vice President for Public Service and his staff at the center and the local directors and staffs with public service responsibilities on each campus. How they relate to each other will be important. Therefore to provide effective internal functional relationships, each Chancellor should appoint as his immediate deputy a campus public service officer, designated Vice Chancellor, Associate Chancellor, or Dean, to head a single campus public service organization, as recommended above.

While such campus Vice Chancellor, Associate Chancellor, or Dean for Public Service should report directly to the Chancellor, in the line tradition, he should also bear a staff and functional relationship to the Vice President for Public Service. He should, in this sense, be a part of the University's single "public service team." Or turning it around, the Vice President for Public Service should have a staff relationship to the Chancellors and a close functional relationship to the campus public service officers. This preserves the necessary single line relationships, but it also means that when the Chancellor deals with the President through the line on public service matters,

he is functionally dealing with the Vice President for Public Service; and when the Vice President for Public Service deals with the Chancellor, he does so on a staff basis or is, in fact, dealing functionally with the campus public service officer. While the public service deputies of the President and the Chancellors are in the line organization, their professional working lives will throw them together in a single functional enterprise devoted to the public service outreach of the University. The line relationship is a source of appeal and refuge in time of trouble or need for clarification.

What of the institutes, centers, and bureaus which have explicit public service responsibilities? (Examples: the Institute of Labor and Industrial Relations and the Institute of Government and Public Affairs on the Urbana-Champaign campus; the Center for Urban Studies at Chicago Circle; and the Division for Crippled Children at the Medical Center.) Like other University units, they perform other functions, too; the public outreach is merely accentuated. It becomes extremely important, therefore, that these units be tied into the public service system here proposed. However, they need not be treated differently except as, and to the extent that, the preponderance of their function moves them increasingly into the public service orbit. It goes without saying that the same applies to the colleges on each campus, too. That is, <u>each college, institute, center, bureau, or other campus unit having special or significant public service responsibilities should have a designated public service officer to function as part of the campus public service system, in a manner and to the extent desired by the Chancellors</u>. Major colleges would surely be included, with the designated public service officer, who might be full-time or part-time, serving as the dean's deputy on all public service matters. Major institutes and centers could be organized to function in a similar manner, tied into the campus

public service system. For institutes and centers which are preponderantly service-oriented, their heads might logically serve in this capacity.

To consummate his central role in public service administration, the Vice President for Public Service should have effective approval powers regarding appropriate budgets and personnel. This might include approval, based on prior consultation, of the campus budgets for public service purposes and of the appointment of campus public service directors. Or a financial alternative might rely on the influence of the Vice President for Public Service if made a member of the University Budget Committee. He need not and should not be a new or independent budgetary channel, except for outside funding; but the essential and most important feature is provision for his effective involvement in budgetary planning, with its significant program implications. The detailed requirements of effective administration can be worked out among the President, Provost, and the Chancellors, in consultation with the affected parties.

The role of the Vice President for Public Service is also such that he should have powers of initiative, of innovation, and of "action on appeal" in case a problem area is, in his opinion, too long neglected. Above all, he should be freed from both the appearance and the reality of a purely passive or approving role. Therefore, the Vice President for Public Service should be assured of "seed money" or "starter funds" sufficient each year to give him an initiatory role in program planning and execution, both through the campus public service organizations and University-wide. The emphasis here is on the "seeding" effect, in which the "big idea" takes precedence over the "big budget." In other words, this budgetary provision should not be confused with other ad hoc funding arrangements which might call for large sums for special inter-campus projects.

To serve some of the same purposes but also to regularize and coordinate critical external relations, the Vice President for Public Service should assume primary responsibility for relations with private foundations and the federal government in public service matters and should receive and allocate funds from such sources whenever the University in its entirety is the initiator or recipient, unless exceptions are made by explicit University policy. The qualification is added in case it is thought desirable to continue the present and traditional mode of receiving and allocating federal funds for the Cooperative Extension Service. The question may be important psychologically but it is partly academic, since the funds are clearly restricted in purpose. The important point is the fixing of responsibility so that a more vigorous policy will be encouraged in seeking both federal and foundation funds, particularly for major University-wide projects aimed at urgent social problems. Such responsibility would also extend to the administration required under such current and future federal extension programs as provided in Title I of the Higher Education Act, the State Technical Services Act, and Title VIII of the Public Housing Act of 1964. These relationships should be held at the center and farmed out to the campuses only as mutually agreed in particular instances.

Under this organizational plan, many important problems of proper balance, or proper mix, will still remain for negotiation and division of labor between center and campus. These will include:

1. coping with public service problems which call for planning, cooperation, and administration between two or among three campuses
2. making sure, by whatever arrangement, that the services of all parts of the University are in fact available for

response to fitting public needs anywhere in the state and that every campus has a state-wide responsibility, whatever its location or primary concern with its surrounding community

3. providing adequate communication and shared knowledge

The problems of the City of Chicago illustrate the need for coordinated attention, coordinated planning, and division of labor between the central administration and Chicago Circle campus and among all campuses, quite apart from what the two Chicago campuses may plan and do on their own initiative. A clearinghouse function is obviously also needed.

To attack all these matters, a Public Service Board should be established, to consist of the three campus public service officers and the Vice President for Public Service, who should serve as chairman. This body, in addition to the obvious coordinating responsibilities, should give special attention to University-wide attack on the urgent social problems where the University's service capacities are deemed appropriate, to issues which may otherwise "fall through the cracks," and to joint planning and action by all fitting methods--investigatory task forces, operational compacts, shared staffs, one campus acting as agent for all in a particular sphere, etc. This body, through its chairman, should effectively be the broker between the University and its many service publics.

To provide channels for liaison and influence from the faculties, each campus faculty senate should be invited to name a committee to maintain liaison with the campus public service officer, and the members of such committees (or chairmen or other representatives, as agreed upon) should comprise a Joint Senate Advisory Committee, to advise the Vice President for Public Service. The role should be that of a public service policy committee from the faculties. This structural relationship with the faculty could,

of course, be either productive or a useless part of an organizational chart. The administration will need to take the initiative if the "misgivings and reluctance" of the faculty, as mentioned earlier, are to be allayed or converted into more willing cooperation. This device is only one of several which may prove useful--a formal one to which informal ones should be added. For its part, the faculty will thus have a means of influence, of feedback, of program initiative, and of evaluation as desired. The measure of success in this liaison will not be the number of meetings but the quality of the items on the agenda and the spirit of shared concern.

After the Public Service Board and the Joint Senate Advisory Committee come into being, the present University Council on Extension and Public Service should be abolished. Its role will be unnecessary because it will be far more effectively performed by the new machinery. The present Council has had a different and far weaker role because of the nature of the present organization of public service activities. To the present Council's capacity for facilitating communication, advising the President, and loosely coordinating inter-campus interests, the new machinery, particularly the Public Service Board, will add its inherent capacity to do something directly about what it decides.

A remaining organizational problem is that of appropriate field organization. The present picture is simple: about 350 farm advisers, home advisers, youth workers, multi-county specialists, and others employed by the Cooperative Extension Service; and six field representatives employed by the Division of University Extension. The latter are located in Chicago (2), Springfield, Dixon, East St. Louis, and Champaign. Without any intention of field staff integration, the agricultural and general extension representatives have been occupying adjacent offices and working

together harmoniously in Chicago and Dixon. Cooperative Extension Service is engaged in an on-going assessment of its field organization, with a foothold retained in each county in the old "county agent" tradition but with area specialists, multi-county patterns, and regional administrative districts. If an aggressive program of continuing education for the professions is mounted throughout the state, or graduate degree programs are taken more often to the field, or industrial extension is pushed out to the grassroots, the University might find itself faced with several field staffs. In any case, conscious attention will have to be given to the problem over many years. This is confirmed, to cite only one example, by the anomaly of having Cooperative Extension organized with Chicago as a part of its "field," while two other University campuses treat it as their home base.

It is premature, however, to speculate on whether, if, and how, specialized field agents can become all-purpose agents, or otherwise how the pieces can be rationalized over time. The constraints may prove greater or less than contemplated; technology may change the whole pattern. The certainty is that time will be required--plus experience with alternatives.

Meanwhile, the Vice President for Public Service should be empowered to create regional field offices, reporting directly to him, when he deems that such central management and facilitation will avoid confusion in geographical areas served by field personnel of two or more units of the University; and no new field offices should be authorized or established without his approval, after review for appropriate coordination.

Policy and Program Improvements

In addition to the organizational changes proposed, some program and policy modifications should also be made.

One of the problem complexes surrounds Cooperative Extension and the demand for its services in the cities. The social need is great and Cooperative Extension has unequalled experience in work which is particularly relevant--work with youth and families; yet that arm of the University has no mandate to undertake such city work, and indeed its traditional farm constituency does not, quite understandably, want to see a diminution or diversion of historic emphasis. Another complication: under the new organization, Chicago's needs may first be expressed through Chicago Circle, while the youth and family expertise lie in Cooperative Extension as a part of the Urbana public service organization. How are the rural limitation and the Urbana limitation to be overcome for the benefit of Chicago?

Special attention should be given the means by which the services of the Cooperative Extension Service can be harnessed into the University's total capacity to respond to the public service needs of Illinois cities, and particularly Chicago and environs. Perhaps this is a task for the new Public Service Board, or perhaps a special task force is called for. Devices to be explored for Chicago should include an extension of the present cooperative plans in that city, programs formally mounted under a negotiated compact, or full experimental integration of the Cooperative Extension and general extension staffs in Chicago. The sole criterion should be how to bring the scattered University competencies to effective focus on Chicago's public service needs.

Formal academic programs to fit the needs of Chicagoans who are employed in the daytime should not be regarded as an "extension" problem at all but should be left to Chicago Circle to organize as a projection of its regular academic work into the evening hours.* The Chicago Circle public

* The question when to act, in view of relations with other Chicago institutions, is an independent administrative question, alluded to in the Phase I report.

service officer and his staff will, therefore, have a much less ambitious task regarding extramural teaching, with non-credit courses and conferences still offered on the Chicago Circle campus, but with concentration on off-campus Chicago and outside-Chicago offerings. These officers will thus be free to devote more time to the neglected areas of public service--the action areas, the community problems, team effort, consultation, and informal service. They will undoubtedly work closely with the Center for Urban Studies, aiding that group in meeting some of the current pressure to emphasize immediate action to the exclusion of basic studies. Eventually, the Center and the public service organization should complement each other superbly--one supplying knowledge and expertise, the other facilitating the process of application to community problems. The close functional relationship between the Center for Urban Studies and the new Chicago Circle public service organization should be capitalized on and promoted through appropriate administrative policies. Collaboration on action-research, policy studies, and problem response can greatly enhance the potency and relevancy of Chicago Circle in the urban setting.

As intimated in the Phase I report, the University has unfinished business in supplying off-campus graduate education, some of it applicable toward degrees, earned both on and off campus. Many thorny problems remain in reconciling the standards wanted by the University and the service wanted by employers and citizens throughout the state. Two kinds of ameliorative situations have recently emerged. New state institutions of higher education are being established in the most populous centers, thus potentially relieving the demand for extension-type work from some remote educational center. This development is well illustrated in Springfield, where the emergence of a new institution will shift most of the graduate demands in business and government away from the University of Illinois. The other development is the proposed

consortium of eight institutions (University of Illinois, Southern Illinois University, Northern Illinois University, University of Iowa, State University of Iowa, University of Northern Iowa, Augustana College, and Marycrest College) from Iowa and Illinois to serve the graduate education needs of the Quad-City area (Moline, East Moline, Rock Island, and Davenport). This is a complicated interstate plan, involving both public and private institutions; but it is another model which might be suggestive, in simplified form, in other populous areas. It may also suggest that caution should be used in extending graduate degree programs to the field in situations which do not warrant some such formalized field structure and special physical facilities. In any case, the University should continue to seek satisfactory ways of offering graduate study in degree programs off-campus where student demand is sufficient and on-campus alternatives are not feasible, and, to this end, it should further explore the possibilities of cooperation with other institutions. A University of Illinois graduate degree program based on an undergraduate campus in the area to be served might prove advantageous, as might cooperation by compact or consortium among graduate institutions.

Continuing education for the professions appears to be one of the strongest current claimants for increased attention by the University. The needs are keenly felt in the professions; the rate of educational obsolescence is rising sharply; the number of professionals is mounting; and the University has peculiar competence, sometimes monopoly competence, to serve the interested groups. The State Master Plan contemplates increased University attention at this advanced level. Therefore, augmenting the excellent work it is already doing in some professional areas, and not slighting the direct-action type of service, the University should give increased attention to continuing education for the professions. This befits the University's level of concentration, it

ties graduates more closely to the institution, and it gives service to the public by means most readily accepted by the faculty--not direct service but indirect service through trained men and women. As an extra dividend, this is one of the few places where solid new grassroots can undergird the University, in lieu of the many old grassroots which social change has eroded away, torn up, or shifted under the feet of other kinds of institutions. Continuing professional education is particularly important for the Medical Center campus. Its public service organization will probably spend most of its time on such programs, particularly since the "action" phases, also extremely important, are already largely included in teaching, hospital administration, services to crippled children, and applied research. Careful attention will need to be given to the division of labor with the professional societies; refresher training, as in nursing; and the best uses of new technologies in reaching practitioners effectively and economically. The possibilities of continuing education in the health fields, as well as in all other professional areas, are ripe for aggressive development.

In the health professions, and particularly medicine, the public service function of the University, and particularly of the Medical Center campus, should be carefully planned into the facilities and programs of whatever regional health centers emerge in Illinois, such as proposed in the recent Report on Education in the Health Fields for the State of Illinois, sponsored by the State Board of Higher Education. In addition to contributing to the final preparation of young doctors and improving local medical care, such clinical centers can be the focal points throughout the state for continuing education of doctors and other health personnel. The potentiality of such centers should be explored and exploited for both person-to-person instruction and technology-based instruction. This is in harmony with the conception of

the centers in the Report on Education in the Health Fields for the State of Illinois, which says "such continuing education would be one of the major functions of these programs" and recommends "opportunities for continued professional growth and refreshment by a more dynamic program on continuing education for the practicing physicians throughout the State."

Such professional education "in the field" is a reminder that the "outreach" has a reverse counterpart: the need to bring professional people, and others, to the campuses for direct exposure to the academic environment and direct access to University personnel not otherwise available. The University will need to continue to use all known techniques--long-distance technology, conventional classes off-campus, institutes, conferences, and on-campus exposure. Appropriate physical facilities are required. As stated in the Phase I report, the time is overdue for such facilities at the University of Illinois. Plans for a continuing education center in Urbana-Champaign should be revived, updated, and pressed for the requisite funding, public or private or both; and exploration of the need for a similar facility in Chicago should be instituted, with the recommendation of a construction timetable, if required. Such structures, as amply demonstrated at major public and private universities across the land, are far more than symbolic: they are heavily used by enthusiastic learners from all walks of life. Both the symbol and the utility are needed at the University of Illinois.

The versatility of the University's outreach can be greatly enhanced by the latest technology, particularly telecommunications. The Division of University Extension is now experimenting with ingenious telephonic multi-city loops which permit transmission of both voice and writing. Experimental classes in engineering have produced excellent results, with economy in the professor's time, access to scattered students otherwise unavailable, and

substantially reduced costs if the equipment can be justifiably used as much as three hours a day. Other universities have created state-wide networks with varying degrees of coverage, using individual media and all combinations. Television and radio are obvious and natural extension allies, but integration which goes beyond incidental use has not been widely achieved. The use of computer-based instruction is in the experimental stage. High cost is a deterrent at present, but this is another component which should be put into the technological orchestration now challenging all public service efforts. As with library administration, the extension area is viewed by some technological enthusiasts as on the verge of modification beyond recognition, making old techniques and resources wholly useless. It would be folly either to scoff or limply to await the millennium. Prudence would seem to dictate steady pressure for as much progress as can be wrung from the available new instruments. Whatever the new world holds, it must have some continuity with the old. Therefore, the public service organization of the University should make a special effort to extend its reach by harnessing the new technological methods into its operations as rapidly as its own vigorous experimentation, or experience elsewhere, establishes feasibility or comparative advantage. Obvious potential cooperators in this direction are the Office of Instructional Resources, both in Urbana and at Chicago Circle, the Computer-Based Education Research Laboratory, the Center for the Study of Medical Education, and the television and radio stations and studios on all campuses.

One persistent problem in the University's outreach is that of justifying and making sufficient sense out of the myriad responses which are made to outside stimuli. Much sorting out is required. Some rationale is required. Society has many institutions capable of responding to its demands--even many higher educational institutions. Therefore, the University needs to

sort out as clearly as possible what it can best contribute. The answer cannot always be given in the abstract or by inflexible categories, but further guidelines, agreed upon in advance, would help. Some of the pertinent questions are: (1) How much farther up the ladder should the University go in raising its appropriate course level? Lower division courses are being phased out now. Should the level be raised until graduate and postgraduate work (largely non-credit) becomes the main or sole University concern in extramural offerings? Such a plan has California precedent, but it also tends to cut off from the University's specialists all persons except other rising specialists on the outside. (2) In the light of the rapid rise of the junior colleges and the extension ambitions of the other state universities, as well as some private institutions, what can and should the University give up? Community adult education, police and fireman training, crafts and skills, literacy programs? (3) In view of staggering social changes, what new should the University take on? Has reliance on extramural courses been brought into proper balance? If more emphasis belongs on action programs and problem solving, as seems apparent, what are the best University inputs? To do it, directly? or if not, what instead--training the trainers, consulting, or just what, to be both effective on the problem and appropriate for the University?

Therefore, at an early stage of its planning and for clarification of its external mission, the University public service organization should give renewed attention to the appropriate level of its outreach response, with special attention to graduate work, degree and non-credit; the appropriate and inappropriate areas of University involvement; the desirable or balanced "mix" of types of program response; and the optimal responses and constraints in participation in action programs for social improvement. Rigid criteria will not be useful and tidy answers should not be expected; but careful advanced

scrutiny of alternatives and of comparable cost-benefits should provide some useful perimeters and fitting guidelines. After that, pragmatic judgment will have to take over.

Several sections of this report have dealt by implication with planning. There can be no substitute for this as a function built into every-day administration, as contemplated in the roles of the public service officers and the Public Service Board; but a long-range view is likely to call for some special effort, apart from daily awareness and daily decision making. Therefore, for systematic planning in social relevance, a variety of University-wide ad hoc devices should be explored and the most appropriate invoked for adequately assessing a few major and urgent problem areas and formulating programs for successfully attacking them through University services. The use of special task forces, with various options for inside and outside representation, should be explored. This device can communicate while it also plans. Illustrative areas for possible study might be:

1. economic growth in Illinois
2. the rural-urban overlap and resulting "fringe" problems
3. professional services to the inner-city (education, social welfare, home economics, business, health)
4. the quality of family life as a key to the culture of poverty
5. the reduction of violence
6. improvement of the physical environment
7. preventive health care and improved delivery of health care
8. problem-solving through intercultural communication

Two caveats may be necessary. First, while "Chicago" and "urban" are keys to much which has not been done and must be undertaken, there are many other persistent problems not so much in the current news but still much in the public interest. Second, the test sought here is whether there is an adequate social response (through educational institutions) to a critical social need--response somewhere. It is not enough for the University to say its possible response has been "defined out." The University, through its public service function, should make sure that the need does not fall through the cracks of self-defined institutional responsibilities. This undoubtedly means working and consulting with other institutions, and, if necessary, sharing responsibility with them. The University should give top priority to an attack on the problem, not to its own prerogatives. In some instances, seeing that the job gets done, rather than doing it, may be the University's greatest and most fitting contribution. Therefore, the University should join other higher educational institutions in the State of Illinois in seeking the most effective cooperation, division of labor, and dovetailing of competencies to assure that social needs are met, and met by the educational response which is most appropriate for both the need and the institution.

How to finance public service activities adequately is always a problem. Extremes are practiced: from complete self-support to complete subvention. Some mid-ground is clearly necessary and desirable for public service in the University of Illinois. Many of the agricultural extension activities, but not all, could not possibly be made self-supporting. Many of the other public service activities, such as social action programs, would be self-defeating if made self-supporting. And there is no remedy in saying that, overall, the affluent who benefit from special programs can be made to pay for everything else--not unless the fees are to be ridiculously excessive or the

"everything else" is to be woefully inadequate. It is clearly illusory to expect that all public service responses should be self-supporting and also to expect that the public interest will be fully served. In a democracy there will always be a dimension of life, regardless of the age or status of the citizens, which is worthy of cultivation for its public benefits and hence at some public expense. In this way, state funds have been and will be indispensable, particularly in providing a solid base and continuity of staff. This is not to deny that the groups served should contribute equitably and in proportion to the personal-public balance of benefits; therefore, periodic review and adjustments in charges should be made. Also, it is undoubtedly true that outside funds, federal and private as well as state, could be found for some well-packaged programs, particularly in the social action sphere. Both possibilities need to be explored, not to reduce the basic state subvention, but to increase the flexibility with which planning can go forward and the efficacy with which services can be rendered, regardless of the economic level of the recipients. Also, in this vein of flexibility, the public services need large financial discretion, with controls on a global, overall basis. By no means all public service initiatives and responses can be anticipated at the time of budget planning. Therefore, financial flexibility in support of public service activities should be provided by a revision of charges which will raise the total level of support but distribute the burden equitably; by much more vigorous pursuit of public and private funds for programs in which self-support is inappropriate; and by wider administrative discretion in the receipt, allocation, transfer, and accounting of funds.

Further Administrative Refinement

The plan outlined here has been deliberately restrained, yet intended to be strong enough to produce a significant change in philosophy, organization, and anticipated results.

While, hopefully, the really vital problems, those which mean life and death in effective public service operation, have been covered, some serious questions have admittedly been pushed into the future. Two of these are:

1. What to do in the long run about better harnessing the superb abilities of Cooperative Extension more closely into the general service of the University and all its publics?
2. How to make educational television and radio a powerful instrument in the University's public service role without jeopardizing the usefulness of the same tools for on-campus instruction and for training for telecommunications careers?

The first question asks about "better harnessing" Cooperative Extension, because some suggestions for improvement are implicit in the organizational changes. Fuller integration into the total University pattern is provided. Means of cooperation and collaboration, both in planning and in program execution, are at hand if there is a disposition to use them. Better interlacing at the campus level is an option open to the Chancellor when he sets up the Urbana-Champaign public service organization. But persistent problems remain:

1. The inconsistency of a non-agricultural role for an organization exclusively tied to the agricultural sector of the University, the state, and the nation.

2. The clash between the farm orientation of the overwhelming majority of the University's field staff and the desire to have a single tidy field organization which will serve all University interests.
3. The paradox of a clientele-based organization, tied into the sub-structure of University organization on one campus, exercising broad state-wide and University-wide responsibilities.
4. The special problems of federal, state, and county relationships, many historical but still no less real.

Time and experience, in the light of awareness of the issues, will have to work out better answers than are now available. In the most laudable way, Cooperative Extension historically developed tenacious grassroots, strong staffing, and effective methods because it grew from the strength of relevance to an urgent national need. The urgent claim to public service relevance has now shifted. The administrative apparatus and know-how will eventually have to accommodate to that shift.

This question, as well as finding the fullest extension use of radio and television, can and should be answered quite pragmatically--in terms of what can be made to work--in the light of experience under the organizational pattern here proposed.

Refinements should not merely be expected: they should be sought--in organization, in policies, and in programs. Changes, readjustments, and refinements are no reflection on the past: they are reflections of what the past makes desirable at present. The admirable achievements of extension organization and extension personnel in the University of Illinois over many

exciting decades are not taken for granted. As noted before, the recital and appraisal of such contributions are not within the terms of reference of this report; yet, clearly, these are the solid foundations of people and experience on which all changes must rest. The intent is to enlarge the opportunities, to improve the tools, and to enhance the University's capacity both to initiate and to respond.

The objective of this report has been to propose the skeletal organizational foundation, the facilitative policies, certain policy and program improvements, and some directions for the future. If to these, as in the past, can be added the catalytic agent--competent and dedicated personnel--the University of Illinois can enter its second century with greater confidence that its public service role will again be adequate to the new age.

Summary of Recommendations

1. The University should renew and extend its commitment to public service as a major responsibility, so vital and so organically linked to teaching and research that its absence is unthinkable and the question of priority is irrelevant.
2. Each campus, through its Chancellor, should be given responsibility for organizing, staffing, and operating a comprehensive public service program.
3. A Vice President for Public Service should be appointed, reporting directly to the President.
4. The Vice President for Public Service should be expected and authorized to set up the central organization required to carry out his University-wide responsibilities.
5. Each Chancellor should appoint as his immediate deputy a campus public service officer, designated Vice Chancellor, Associate Chancellor, or Dean, to head a single campus public service organization, as recommended above.
6. The Vice President for Public Service should have a staff relationship to the Chancellors and a close functional relationship to the campus public service officers.
7. Each college, institute, center, bureau, or other campus unit having special or significant public service responsibilities should have a designated public service officer to function as part of the campus public service system, in a manner and to the extent desired by the Chancellors.

8. The Vice President for Public Service should have effective approval powers regarding appropriate budgets and personnel.

9. The Vice President for Public Service should be assured of "seed money" or "starter funds" sufficient each year to give him an initiatory role in program planning and execution, both through the campus public service organizations and University-wide.

10. The Vice President for Public Service should assume primary responsibility for relations with private foundations and the federal government in public service matters and should receive and allocate funds from such sources whenever the University in its entirety is the initiator or recipient.

11. A Public Service Board should be established, to consist of the three campus public service officers and the Vice President for Public Service, who should serve as chairman.

12. Each campus faculty senate should be invited to name a committee to maintain liaison with the campus public service officer, and the members of such committees (or chairmen or other representatives, as agreed upon) should comprise a Joint Senate Advisory Committee, to advise the Vice President for Public Service.

13. The present University Council on Extension and Public Service should be abolished.

14. The Vice President for Public Service should be empowered to create regional field offices, reporting directly to him, when he deems that such central management and facilitation will avoid confusion in geographical areas served by field personnel of two or more units of the University; and no new field offices should be authorized or established without his approval, after review for appropriate coordination.

15. Special attention should be given the means by which the services of the Cooperative Extension Service can be harnessed into the University's total capacity to respond to the public service needs of Illinois cities, and particularly Chicago and environs.

16. Formal academic programs to fit the needs of Chicagoans who are employed in the daytime should not be regarded as an "extension" problem at all but should be left to Chicago Circle to organize as a projection of its regular academic work into the evening hours.

17. The close functional relationship between the Center for Urban Studies and the new Chicago Circle public service organization should be capitalized on and promoted through appropriate administrative policies.

18. The University should continue to seek satisfactory ways of offering graduate study in degree programs off-campus where student demand is sufficient and on-campus alternatives are not feasible, and, to this end, it should further explore the possibilities of cooperation with other institutions.

19. The University should give increased attention to continuing education for the professions.

20. The public service function of the University, and particularly of the Medical Center campus, should be carefully planned into the facilities and programs of whatever regional health centers emerge in Illinois.

21. Plans for a continuing education center in Urbana-Champaign should be revived, updated, and pressed for the requisite funding, public or private or both; and exploration of the need for a similar facility in Chicago should be instituted, with the recommendation of a construction timetable, if required.

22. The public service organization of the University should make a special effort to extend its reach by harnessing the new technological methods into its operations as rapidly as its own vigorous experimentation, or experience elsewhere, establishes feasibility or comparative advantage.

23. At an early stage of its planning and for clarification of its external mission, the University public service organization should give renewed attention to the appropriate level of its outreach response, with special attention to graduate work, degree and non-credit; the appropriate and inappropriate areas of University involvement; the desirable or balanced "mix" of types of program response; and the optimal responses and constraints in participation in action programs for social improvement.

24. For systematic planning in social relevance, a variety of University-wide *ad hoc* devices should be explored and the most appropriate invoked for adequately assessing a few major and urgent problem areas and formulating programs for successfully attacking them through University services.

25. The University should join other higher educational institutions in the State of Illinois in seeking the most effective cooperation, division of labor, and dovetailing of competencies to assure that social needs are met, and met by the educational response which is most appropriate for both the need and the institution.

26. Financial flexibility in support of public service activities should be provided by a revision of charges which will raise the total level of support but distribute the burden equitably; by much more vigorous pursuit of public and private funds for programs in which self-support is inappropriate; and by wider administrative discretion in the receipt, allocation, transfer, and accounting of funds.